saint john municipal plan review

rural residential subdivisions

march 1981

prepared by
The City of Saint John Community Planning Branch
Department of Community Planning and Development

in conjunction with
The City of Saint John Engineering and Works Department

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The City of Saint John
COMMUNITY PLANNING BRANCH
Department of Community Planning and Development

REFER TO FILE

DATE: April 7, 1981

TO: Planning Advisory Committee

FROM: Community Planning Branch

SUBJECT: RURAL RESIDENTIAL SUBDIVISION DEVELOPMENT

The attached report deals with the advantages and disadvantages of allowing larger, individually serviced lots in residential subdivisions in rural areas of the City of Saint John. It is intended as background to assist the P.A.C. and Council with policy recommendations and decisions regarding this type of development.

Under present Council policy, new residential subdivisions are not permitted outside the staged development areas of the Municipal Plan. There are several reasons why this policy should be reviewed at this time. A policy allowing rural residential subdivisions under certain conditions could possibly stimulate development activity, attract investment and offer a rural or small town lifestyle within the City. A limited developer interest has been shown by several applications for rural residential subdivisions made in the last few years.

In 1980, an application by Crestwood Holdings for a large lot subdivision at Churchland Road and Golden Grove Road was received by the P.A.C., and as a result, the P.A.C. requested a review of the City's policy regarding such development.

This report was prepared in consultation with the Department of Engineering and Public Works. Other City departments and outside agencies were also consulted. Additional Background material is available for review.

If the P.A.C. and Council wish to permit rural residential subdivisions, it is recommended that they adopt the policy option set out in Section 6.3 of this report. It will also be necessary to amend the Municipal Plan as per Appendix A, the Zoning By-law as per Appendix B and the Subdivision Regulations as per Appendix C.

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SUGGESTED P.A.C. RECOMMENDATIONS TO COUNCIL
RELATED TO RURAL RESIDENTIAL SUBDIVISIONS

1. IMMEDIATE ACTION

1.1 Endorse the report as reflecting the Council's policies with respect to residential development.

1.2 Permit Rural Residential Subdivisions only in certain areas and under certain conditions as per Section 6.3 of this report.

1.3 Adopt amendments to the Municipal Plan as per Appendix A of this report.

1.4 Adopt changes to the Subdivision By-law as per Appendix C.

1.5 Adopt a policy to utilize the RR zone as per Appendix B for all Rural Residential Subdivision development.

1.6 Amend the Zoning By-law to include the proposed RR zone as per Appendix B.

1.7 Inform the interests proposing the Crestwood Development to apply for rezoning to RR, and to re-examine the proposed Subdivision Plan and re-apply for subdivision approval.

2. FOLLOW-UP ACTION

2.1 Pursue with the Provincial Government changes to legislation to allow the inclusion of local improvement levies with the Provincial general tax collection.

2.2 Review the staging of development as defined in the Municipal Plan with a view to bringing it into line with a practical strategy for servicing a limited portion of the City in the short term (5-15 years).

2.3 Review a number of areas within the staged development areas to ascertain their potential for rural residential development since, due to physical constraints, it may be impractical to provide such areas with central or communal piped services.

2.4 Assist the Provincial Department of Health to develop a set of criteria by which the suitability of an area proposed for Rural Residential Subdivision development can be adequately evaluated for the use of septic systems.

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2.5 Direct the preparation of a "Developer's Handbook" which would include in one place the full scope of policies and regulations pertaining to Rural Residential Subdivision Development.

2.6 Since developers in the City, compared to those outside, have had difficulty in assembling appropriately large parcels for this type of development the City should consider providing some coordination and assistance, particularly where there are several land-owners and awkwardly shaped parcels involved.

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1. GENERAL RESIDENTIAL POLICY

1.1 Basis of Current Municipal Plan

The current Municipal Plan focuses on the accommodation of a large population growth (up to 265,000) which was expected to accompany major industrial development. It was assumed that most of this population increase would take place within the City in fully serviced suburban areas. This fully serviced development was to take place in stages as shown in Schedule 9A. (See Appendix D). The Plan indicated that it was undesirable to accommodate subdivision development in the rural areas. The only new residential development permitted in rural areas required a minimum rural lot size of 10 acres.

Very little population growth actually took place in the last ten years or so and only modest growth appears to be anticipated in the next ten years. The Municipal Plan Review Program assumes (until there is evidence to the contrary) that the City be prepared to accommodate a total population of 80,000 to 100,000 during the next 5-10 years. For comparison, census figures are the following: 89,039 for 1971; 85,956 for 1976.

One aspect of the Municipal Plan Review which is currently underway is residential development, based on variety of desired lifestyles. A brief description of the approach being taken in the Plan review is given here as background for the more detailed discussion of large lot, residential subdivisions in rural areas (rural residential subdivisions).

The emphasis in the residential part of the Municipal Plan Review is on offering variety and choice in residential lifestyles including urban and rural, rather than expecting to accommodate most of the growth in new fully serviced suburban areas.

1.2 Residential Lifestyles

Five different residential environments to suit different lifestyles have been identified and are proposed for inclusion in the revised Municipal Plan. They are as follows:

Centre City - Centre City development and redevelopment would be within, or in the immediate vicinity of, the Central Business District (C.B.D.) and would offer all the variety, convenience and special character of "uptown" living. There is not a significant Centre City lifestyle at this time. However, the Market Square Development is anticipated to have some housing of this type. Housing (mixed with retail and office uses) in other areas such as Prince William Street may also contribute to a Centre City environment. Such areas may be considered particularly suitable for non-family households.

Urban - The urban built-up areas of the old cities of Lancaster and Saint John and Simonds Parish surround the Centre City. Much of these areas is composed largely of older, multi-unit housing. Currently, such areas lack

adequate park and open space, but they are generally convenient to the C.B.D. and other shopping and community facilities and have, in the past, provided housing for the majority of Saint John families. The South End, North End, Lower West Side and Saint John East are Urban lifestyle areas. Some of these areas have been upgraded significantly through Neighbourhood Improvement Programs (N.I.P.) and the Residential Rehabilitation Assistance Program (R.R.A.P.). It is expected that these areas will continue to provide the majority of housing accommodation.

Suburban - Suburban areas outside the central urban neighbourhoods offer primarily modern one and two-family detached housing with yards, nearby schools, bus service and, in many cases, relatively new roads, sidewalks, shopping malls, schools, etc. These are areas like Forest Hills, Glen Falls, Champlain Heights, Millidgeville, Greendale and Quinton Heights.

Rural Residential Subdivisions - These are planned larger lot (more than one acre) subdivisions with rural services in a natural country setting for people who prefer more rural living with reasonable access to urban employment and amenities. It is recognized that there are many lots of this size in Saint John. However, most of these are not in planned subdivisions and are not considered the same as the rural residential subdivisions described here. Rural Residential Sub-

division development is not currently recognized in the Municipal Plan except on lots of 10 acres or more, and as smaller lots for in-family residences.

Rural - Rural areas are composed of very large lots or farms (10 acres or more) scattered outside the staged development areas of Schedule 9A. These holdings may be used for agricultural or wood lot and other listed purposes including individual homes.

1.3 NATURE OF SERVICES

Three urban lifestyle areas - Centre City, Urban and Suburban require an urban level of services. Rural Residential and Rural developments, due to low density, physical constraints, the distance from central services and the prohibitive cost of providing municipal sewer and water necessitate a rural level of services.

Areas with urban services would have municipal piped sewer and water, paved streets, sidewalks and nearby schools, public transit and fire halls.

Those areas with rural services would have individual private septic systems (or an alternative individual system) and wells, country standard roads; and may not generally have the same frequency of maintenance services as urban areas. This rural type of services would be a permanent feature of rural areas. Piped sewer systems

should not be allowed in outlying areas because they will likely lead to small urban size lots and the resultant excessive maintenance costs due to distances, etc.

To allow or encourage Rural Residential subdivisions outside the staged area would be a significant departure from Council's policy as expressed in the current Municipal Plan. The policy permits subdivision development only with urban services and only within the staged areas (except for the rural lots of 10 or more acres.)

2. GENERAL NATURE AND APPEAL OF RURAL RESIDENTIAL SUBDIVISIONS

2.1 General Demand for Rural Residential Lifestyle

There appears to be a demand for larger lot subdivisions in a rural setting in the Saint John area. Better roads (eg. the Throughway) have made access to the centre of the City for jobs and urban amenities relatively easy for many of those living in outlying areas. Even with rising gasoline costs this trend to a more rural and to a small town lifestyle is likely to continue. (See Background Article.)

At the present time most of this demand is being met outside the City. Both people who used to live in Saint John as well as newcomers to the area have often chosen to live outside the City. Between 1971 and 1976 the population of the City of Saint John declined from 89,402 to 85,308. Over the same period of time the population of the Census Metropolitan Area (CMA) increased from 106,735 to 112,475. (The CMA includes the City plus several municipalities outside, as far as Westfield and Hampton. See Background Section 4 for CMA map).

2.2 Present Supply of Larger Lot Subdivisions in the Saint John Area

One of the apparent reasons that people are locating outside the City is the availability of larger lots in a subdivision with an attractive natural setting. Trees, a good view, and nearness to water are the principal reasons for the success of these subdivisions in outlying

areas. There are several other reasons for people locating outside the City including: less fog and pollution, lower taxes, better selection of new houses at lower cost, and generally better social and other conditions in the community. The municipalities outside the City are almost totally residential, and commercial and industrial activities are generally not encouraged in the middle of residential areas. In Saint John there often is a conflict perceived between residential and industrial or commercial activities which are located too close together.

It has been estimated that there are presently over 1,000 approved and vacant larger lots in planned subdivisions in the Saint John Metropolitan area outside the City. Lots are generally of three basic types:

(a) 15,000 sq. ft. (1/3 acre) unserviced lots (septic tanks required) which were approved before the Health Department raised the minimum size to one acre. There are about 100 of these outside the City. The average price is $6,000 - $9,000.

(b) 1/4 to 1/3 acre lots with sanitary sewer account for over 900 lots outside the City. The price range is $9,000 to $18,000. The higher prices are for lots in the more desirable locations. These subdivisions have sewer services but the individuals must provide their own wells. Most of these lots are in the "urban", relatively compact areas of the outlying villages and municipalities.

These lots provide more space than typical suburban lots, and to some degree, a natural or rural setting. This type of development is geared to a fairly quick delivery of serviced lots and houses to meet market demand. Because of the high front-end costs in these developments, small development companies are not likely to have the capital and trained labour to carry them out. These front-end costs include land, sewer lines, urban standard roads, and, where the land developer is also the house builder, houses and private wells.

(c) One to two-acre lots in planned subdivisions requiring septic tanks (Rural Residential Subdivisions) account for about 160 lots. The price ranges from $10,000 to $20,000. This is the type of development being considered for Saint John in this report. It is described more fully in Section 2.3.

In contrast, inside the City there are some large parcels of land, but the owners either are not interested in development or they do not have the capital to develop the lots or build homes. In other instances, the pattern of land ownership is awkward and poorly shaped parcels do not readily lend themselves to reasonable subdivision layouts. As a consequence, most of the larger residential lots (1/4 acre or more) in the City are scattered rather than in planned subdivisions ("clusters" or groups) similar to those outside the City. There is much more limited demand for the scattered lots. (See also Section 3.1)

There are several factors which have favoured the development of these residential subdivisions outside the City. In the outside Municipalities, a few developers have been able to assemble larger parcels of land at the right time. These developers have had the capital to develop the land into residential subdivisions at a pace to meet the market for lots. In a number of cases these same land developers have also built some of the homes. Because of the scale of their operations, larger developments may be able to get better interest rates on loans and therefore keep their costs down. In some cases, savings may be passed on to the home buyer.

2.3 General Nature of Rural Residential Subdivisions

Rural Residential developments as described in this report are planned larger lot subdivisions with a rural type of services situated in an attractive natural setting and separated from the built-up part of the City.

They are intended to provide "the best of both worlds": the rural and the urban (or suburban). They are for the person who wishes to live in a country setting without all the isolation or inconvenience of truly rural living. These people are willing to forego some, but not all, of the convenience they could receive in the urban or Centre City.

(a) Natural Country Setting

A quality natural, country setting seems to be the main thing people are looking for in these developments - a good view, lots of trees, perhaps a body of water nearby, lots of room for gardening, pets and outdoor hobbies. They would like their home to be far enough from the City to seem to be rural but still be within a reasonable driving distance of jobs, shopping, facilities and entertainment found in the City. Some existing and proposed arterial roads will make this easy access possible; for example, the Eastern Arterial would provide ready access to Rural Residential Subdivisions in both the area north of Loch Lomond Road and the area presently served by Loch Lomond Road. Over the years Loch Lomond Road has experienced development which now causes congestion and to an extent discourages other residential development for which Loch Lomond would be the main access.

(b) Subdivision Design and Secure Home Investment

Large lots of over an acre would make it possible to preserve a significant portion of the natural vegetation and terrain and provide space for outdoor activities. The large lots would also be necessary to support the individual sewage disposal system. Such subdivisions should have at least 20 lots arranged in a cluster (See Appendix E) or conventional subdivision layout utilizing an internal road system, and not be "strung out"

along a main road as many rural lots are now. The planned subdivision is a key element of this rural living environment. Many people who would locate in this type of low density subdivision have not been interested in locating in areas consisting of scattered, isolated rural lots. (See Section 3.1)

(c) Rural Type of Roads and Services

These areas would be developed with a rural type of roads and services. This should lessen the initial cost both for the work by the developer and for purchase by the residents. The sewage disposal would be by individual septic tanks, and water supply would be from individual wells. The developer would not have to invest significant front-end money in a piped communal system and the City would not have to maintain the system. Roads would be paved with no curbs or sidewalks and with shallow ditches for storm drainage (country standard roads). Houses, septic tanks and wells can be built later, either by individuals or other builders.

Electrical power and telephone wires would probably be above ground. This would help to reduce the development cost. At the present time the developer has to pay the difference in cost between above and the more expensive below ground wiring. With above ground wiring this cost would be eliminated.

In addition, country standard roads could be built along with above ground wiring whereas they would likely not be as compatible with underground wiring because of the danger of washouts of installations. With the larger lots in a well treed rural setting it is not expected that overhead wires will be a significant problem aesthetically. Of course, if the developer chooses (and pays for) underground wiring, it could probably be provided.

It is unlikely that Cable TV would be available except at a high cost to property owners unless existing cable lines were nearby. Owners would receive Municipal Services such as garbage collection, street lighting, fire and police protection, snow removal and road maintenance, but public transportation would not be likely.

2.4 Estimated Demand for Rural Residential Subdivision Lots

Saint John, by virtue of its large land area, presents an opportunity for development of rural residential subdivisions. These rural residential subdivisions could help provide a wider variety of residential lifestyles in Saint John and, if well designed and located, compete favourably with developments outside the City for a portion of the current market.

Based on the projection of recent population growth it is estimated that there could be a demand for a total of approximately 300 to 400 housing starts per year over the next 10 years in the metropolitan area. This is in line with the average number of new housing starts in the

Saint John area between 1977 and 1980. If Saint John supplied 10% of this total in rural residential subdivisions, it would mean a supply of 30 to 40 lots per year. (See Background Section 4).

2.5 Costs (Economics)

(a) Land, Services, & Building Costs

A 0.5 Hectare (1.24 acre) lot including septic system, private well, country standard road, and some lot grading would probably cost the buyer in the range of $12,000 to $15,000. This is comparable to the cost of a 6,000 sq. ft. lot in a new subdivision in the urban area. (See Background Section 2).

The cost of the house should be about the same in both urban or rural developments.

(b) Taxes

Taxes would likely be about the same for similar houses in the urban or rural areas. Taxes are based on assessment and assessment is based on fair market value. While the rural type of servicing might tend to lower the assessed value of house and property compared to the urban situation, the larger size of the property might tend to increase the assessed value somewhat.

(c) Maintenance

The rural property owner is responsible for his own well and septic system. It is assumed that maintenance costs would not be substantially higher than comparable sewer and water charges for maintenance in municipally serviced areas. Lot maintenance and landscaping also may cost nearly the same in rural as in urban areas, assuming, for instance, the owner chooses to do less intensive work over a larger area.

(d) Travel

Due to travel by private car and the rising price of gasoline, commuting for work and driving to partake of urban services would be more costly than if one lived in the urban area. However, costs to commute from areas within the City should be less than they would be from more remote areas outside the City. Needless to say, public transportation to rural areas would not be likely.

(e) Conclusion

Considering the foregoing factors, the overall cost of living in a rural residential subdivision may be somewhat higher than living in the urban area. The amenities of a larger lot and a country environment are the extra values which are received in return. Rural residential subdivisions would provide an alternative but not necessarily a less expensive lifestyle in the Saint John area.

3. BENEFITS OF RURAL RESIDENTIAL SUBDIVISIONS

3.1 Provide an Attractive Rural Living Environment

Rural residential subdivisions can provide an attractive rural living environment in Saint John for newcomers and an alternative for people who already live in the City. Many people, newcomers and Saint John residents alike, have located in areas just outside the City because they were able to find houses on larger lots in planned subdivisions at a reasonable price. However, most lots available more recently in such areas are considerably less than an acre and there may be cases where the country setting is not always well preserved. Also, many areas now have communal piped services and higher road standards which have significantly increased lot prices as well as taxes or maintenance charges.

Many people will continue to prefer the lots of 1/4 to 1/3 acre which can be found outside the City, however, there may be some who seek a more rural subdivision. Saint John has the opportunity and the land, lakes and other features to provide a form of rural lifestyle within the City boundaries that can satisfy some of these desires for country-type living.

While there are many scattered larger residential lots in rural parts of Saint John, they do not seem to be very attractive compared to lots in a planned subdivision. The main reason for this probably relates to property values. In many cases, people who are attracted to a planned subdivision are people who are concerned should they have to resell their houses. They want some assurance that the value of the property will be maintained and that the property will be readily saleable. This is often more likely in a planned subdivision than in areas characterized by scattered rural dwellings because there is usually a more consistent standard of housing and a more consistant level of property maintenance. As with typical suburban subdivisions each area of development may, of course, have a slightly different standard. In addition, there will likely be fewer non-residential uses encroaching on the subdivision. Typically the planned subdivision lot would be less isolated from other homes. All these factors combine to help assure that the market for the rural subdivision residence is larger than that for the more isolated house.

These rural subdivisions (assisted somewhat by the continuing higher commuting costs from outlying areas), may help put the City in a position to compete for a portion of the larger lot market and, in some small way, help reverse the drain of population from the City.

3.2 Attract Investment and Development Activity

In fully serviced subdivisions it is necessary to construct paved streets, sidewalks, underground sewer, water and storm drainage lines and carry out final lot grading before homes can be built. If the lots do not sell quickly the developer may end up paying significant interest charges on money borrowed to develop the lots.

Currently, at this time of slow demand and high interest rates, rural residential subdivisions may be particularly attractive to developers because they do not require as much front-end money. The major initial requirements are the building of roads to country standards and some grading to provide adequate drainage. Such development activity may help create or maintain jobs in the construction industry and create homes for people who will in turn spend money in the City and help stimulate other City activities.

3.3 Increase City Assessment Base

Rural Residential Subdivisions will increase the total assessment base and thus increase property taxes paid to the City. However, this may be more than offset by the increased expenses for Municipal Services even though these services are of a Rural type.

3.4 Support Existing and Future Recreational, Cultural and Commercial Facilities

In some cases only one facility or service of a given type can be justified in a city. Examples of this are Market Square, a regional hospital or library, a large theatre or an aquatic centre. The additional population living in these rural residential developments, within the City rather than outside the City, may help to give more local political and financial support to the building of these facilities.

4. DISADVANTAGES OF RURAL RESIDENTIAL SUBDIVISIONS

4.1 Health Problems

When septic tanks are used for sewage disposal there is a possibility of the surface water or even the ground water supply becoming polluted. In the vicinity of wells this could present a significant health hazard. Care must be taken to allow such development only in areas where soils are adequate for septic systems. Extensive testing should be done before these systems are allowed. Moreover, the cummulative effect of a large number of septic tanks in one area must be considered. This may be a serious concern, particularly if several subdivisions are close together. Currently no tests of this sort are done. It is proposed that the City assist the Provincial Department of Health in their development of a set of criteria by which the suitability of an area proposed for Rural Residential Subdivision development can be adequately evaluated for the use of individual septic systems.

Even with good soil conditions (rare in Saint John), septic systems can create problems unless they are properly installed and maintained. If septic fields are not properly buried, they will freeze in the winter. Septic tanks must be checked and pumped out periodically when the sludge builds up or they will clog. Trees and shrubs should not be allowed above or near the disposal field because the roots can damage or clog the tiles.

The length of tile field used must be suitable for the soil condition and the amount of effluent (eg. an automatic washer requires extra tiles).

Based on discussions with the Provincial Department of Health, it appears that they would strongly prefer a communal sewage system instead of individual septic systems wherever possible. Of course, this means a substantial investment by the developer, higher costs to the buyer and, in the long run, expensive City maintenance.

The large lot frontage and area proposed for Rural Residential lots and the proposed careful analysis of soil conditions should go a long way towards reducing the potential health hazard.

4.2 Future Financial Burden:Additional Servicing Costs

The greatest disadvantage of rural residential subdivisions is the possibility that they will, in the future, place an unfair financial burden on the Municipality and hence the urban taxpayer (or sewer/water charge payer). (See Section 5.2)

Additional improvements may be desired by residents of rural subdivisions at a later date. This requirement could arise for two main reasons:

a) Health Problems (See Section 4.1)

b) Upgrading (or a different type) of Services.

Residents may wish to have a better or different standard of services related to sewer and water, street lighting, roads, sidewalks, police, garbage collection, school buses, nearby recreational facilities and shopping. The desire of residents to improve or change the type of service and facilities in their area is part of a typical cycle in some rural residential areas. Initially residents are content, sometimes because of the lower initial costs, with private sewage disposal and water supply, perhaps even unpaved roads, few if any street lights, no nearby recreational facilities, stores, police or fire stations, schools, etc. After a period there is a desire to make the local situation more urban and, in some cases, possibly subdivide and sell part of the original lot.

In recent years the City has avoided unreasonable financial responsibility for capital costs in development of new residential subdivisions by:

a) Allowing only fully serviced development. In this way there will be no need for additional capital improvement at a later date (sewer and water lines, sidewalks, etc.)

b) Requiring that the developer pay for the services and recapture his investment in the sale of the lots. In the past, there have been only a few exceptions to this policy where the City has cost-shared services in new residential developments.

With rural development it could be more difficult for the City to avoid these capital expenses because there are several differences:

a) The development would not be fully serviced at the beginning. Sewage disposal would be by private individual septic tank and water supply by private wells. There would be no sidewalks. If improvements are required at a future date, particularly piped sewer and water services, the costs would be very high due to the large lot size, frontage length and distance of the development from existing trunk services.

b) While the developer would install the road, and perhaps some other improvements at the beginning, he would not be responsible after the sale of the lots for any further capital improvement such as future sewer and water lines.

This leads to the important question: Who will pay for the additional costs for improvements to rural residential subdivisions at a future date? This issue is more fully discussed in Section 5.2.

4.3 Under-Utilization of Central Services Already Installed

People may choose rural residential lots instead of fully serviced lots, existing or proposed, in the urban and suburban areas.

If this happens to any extent, obviously underutilized services such as trunk water and sewer lines will continue to be underutilized.

The City, senior governments and private developers have a substantial investment in facilities and services which have already been installed with the expectation that future development will utilize them fully.

5. WHO PAYS FOR FUTURE IMPROVEMENTS?

There are two basic types of improvements which may be advocated in rural residential subdivisions. These should be considered separately.

5.1 Increased Municipal Maintenance and Other Services

Future increase in the frequency of policing, snow removal, road maintenance, garbage collection, etc., may be desired by property owners in rural areas.

Given a specified level of service, it will often cost more per capita or per household to deliver the service to an outlying rural area than to a central urban area due to the greater travelling times and low density of development. This is the reason that urban types of services are usually not provided to outlying areas. Residents in outlying areas are rarely willing to pay more for these services.

5.2 Municipal Sewerage and Water Facilities

Based on discussions, it appears that the Provincial Health Department prefers communal piped sewage disposal systems compared to septic systems. However, if septic systems are permitted by the Municipality, the Health Department will endeavour to ensure that they are properly designed and installed. (See also Background, Section 1).

It is recognized that the Province does not assume any obligation to repair or replace these systems if they should fail. Consequently the City or the residents must pay for any improvements or changes. There have, in the past, been senior government programs which cost-shared some improvements but these are usually limited to urban areas. The Community Services program which supplied much of this funding is now defunct.

There are several possible ways that major improvements such as sewer and water lines could be financed. (See Background, Section 3):

a) The Municipality could pay for the improvements with taxes paid by all property owners in the City. The Property and Business tax is a result of applying a rate to an assessed value of each property. There is a single rate for each type (residential property, business property, and business tax); for instance, the present rate for residential property is 1.2795 per $100 of assessment. This tax revenue is collected by the Province, then returned to the City. Property and Business taxes represent the largest source of Municipal Revenue.

It is somewhat unfair to expect the expensive improvements that would benefit relatively few property owners <u>in areas which have been proposed to remain rural</u> to be financed from property & business taxes. It is especially inequitable when one realizes that a large portion of these taxes are

paid by urban property owners who have already paid for their own capital improvements, usually in the cost of their lot. Before decisions are made to bring such urban services to rural areas the City must be clear on whether it is reasonable to have urban tax payers subsidize these future improvements.

b) The Municipality could pay for sewer and water improvements through user charges. At the present time the City collects regular charges from individuals and organizations who use the sewer and water system. In most cases (households) this is a flat rate per dwelling unit but in larger apartment buildings and commercial or industrial accounts water charges are according to volume used. (See Background, Section 3).

These user charges are used mainly for operating and maintenance of the sewer and water systems and, to some degree, to pay for capital costs. It may be possible to have all user charge payers in the City pay for capital improvements to sewer and water in rural areas. However, as in (a), it may be unfair to expect the user charge payer in the built-up urban area to have to support these expensive improvements, particularly since the area was to be and remain rural.

c) The Municipality could pay for improvements through local improvement charges, levied against benefiting properties. (See also Background, Section 3). The

City has the authority to impose an extra tax or charge on a specific group of property owners (above and beyond the property tax collected by the Province from all property owners). These local improvement charges are based on property frontages. Local improvement charges are used to pay for capital improvements which are installed by the City and which benefit a specific group of property owners.

At this time local improvement charges are being used in only a few cases where, some years ago, the City entered into cost-sharing agreements pertaining to new developments. In Saint John, Local Improvement charges have not been used to date to pay for improvements or additional services to existing developments, which would be the case if residents in a rural residential area wanted improvements at some future date.

There have been some problems in utilizing this system in Saint John for new development:

(i) The City has ended up paying an additional amount when the costs increased by the time of the completion of construction. The developers portion had been fixed at the time of the initial agreement.

(ii) The City has had trouble collecting from property owners. In some cases people do not understand why they are being billed an extra tax or charge from

the City in addition to the property tax from the Province. Apparently these charges have not been, or cannot be, registered against the title of the property.

The Municipalities Act sets out the conditions under which Local Improvement Charges can be used. They can be applied only to sewerage, water, roads and streets or sidewalks (new installation or improvement). They may be initiated in several ways:

(i) The Council can respond to a petition by two-thirds of the property owners in an area and representing one-half of the assessed value of the benefiting properties.

(ii) The Council can advertise its intent to proceed with local improvements and do so unless there are objections by a majority of property owners in the area.

(iii) In cases where the Council deems it necessary, the Council can proceed without the consent of property owners. This may be when sewer or water works are ordered by the Minister of Health under the Health Act.

Once a Local Improvement Area is established, collection of the charges from property owners may present some administrative difficulties. There is some concern that there might be a series of local improvements and therefore a series of overlapping charges which might result in some administrative confusion. Some municipalities in New Brunswick have

approached the Province to collect Local Improvement charges along with the regular property taxes. This would require a change in legislation, however, several provinces do use this method successfully.

6. POLICY OPTIONS FOR THE COUNCIL

6.1 Continue the Present Policy of Not Permitting Rural Residential Subdivisions

By doing this, the City would avoid the possible future financial burdens which might come with these developments. Such a policy may continue to encourage some developers to invest in adjoining communities. Also, the people who are looking for homes in a subdivision with a country community setting, rather than the present ribbon development along existing roads, will likely have little choice but to go outside the City. This policy, therefore, does not respond to a perceived need.

On the other hand, living outside the City may, in the future involve increased costs of housing, lots, taxes, and commuting. These costs may, in the long term, slow migration from the City and encourage renewed interest in living in the more urban areas.

6.2 Permit Rural Residential Development Anywhere in the City

This policy alternative may present a somewhat greater choice to developers and builders, however, there would be several disadvantages. Subdivisions located close to the built-up urban area would be more unlikely to retain their rural character. There would be strong pressures on the City to provide full urban services to many of these subdivisions at considerable expense and a resultant financial burden on the general taxpayer. (See Section 4.2)

6.3 Permit Rural Residential Development only in Certain Areas and under Certain Conditions

This policy option would positively respond to the need but, at the same time, regulate development in the public interest.

The proposals for location and other guidelines in conjunction with this option for rural residential development are contained in the draft amendments to the Municipal Plan as shown in Appendix A.

The guidelines or detailed policies have two major aims:

a) To avoid having the Municipality and thus all taxpayers (or user-charge payers) burdened with unreasonable charges due to improvements to subdivisions of this type.

b) To help produce residential subdivision areas that have an attractive rural setting and character with relative privacy and which retain property values.

Three specific criteria which are key to achieving these aims deserve special attention:

a) Permit rural residential subdivisions only outside the staged development areas as shown in Schedule 9A of the Municipal Plan. By keeping rural development clearly separated from the built-up area there will be less expectation that the City would extend piped sewer and water systems to these areas and a better

chance that the lots would continue to have a rural character and type of servicing. It is proposed that Rural Residential development be understood as a continuing lifestyle, not as a stage toward urban services.

b) The minimum lot size should be 0.5 hectares (1.24 acres). Although this is slightly smaller than the current RS-2 requirement, it meets current Provincial Health Department standards and should help minimize health problems from sewage disposal. (Further examination of the cumulative effects of such developments may necessitate a future increase in the minimum size.)

c) Create rural residential lots with frontage on internal subdivision streets.

With an internal street system, only local traffic will tend to use the streets. This will result in more privacy and safety for residents and less traffic and noise, particularly in the future when what are now rural roads become more heavily used. In addition, the grouping of lots around internal streets will provide for more of a "neighbourhood" or "village" feeling. The other guidelines apply to subdivision layout, street standards, natural vegetation, etc.

* * *

It should be noted, however, that there are a few areas within the designated staged development which may be suitable for rural residential subdivisions because, due to the topography or distances, it is not practical to provide an urban type of services to these areas. These areas may be designated by the City at a later date.

In addition, it will be necessary to define the area of the City which can be serviced reasonably and practically over the next 5-10 years. This can consist of a redefinition of the lines which show the staging of development in Schedule 9A of the Municipal Plan.

Both of the preceeding proposals may significantly increase the area of the City where Rural Residential Subdivision developments are allowed while avoiding some of the problems of allowing such development anywhere in the City.

* * *

APPENDICES

A. Amendments to the Municipal Plan

B. Amendments to the Zoning By-law

C. Amendments to the Subdivision By-law

D. Schedule 9A of the Municipal Plan
(Staging of Development)

E. Sample Layout - Rural Residential Subdivisions

F. Diagram: Country Standard Road

APPENDIX A - AMENDMENTS TO MUNICIPAL PLAN

1. Purpose of the Amendments

There are two main purposes to be achieved by the amendments:

(a) To permit more flexibility in the type of residential development permitted in rural areas in order to accommodate the people who would like to live in a rural setting. At the present time residential lots must be at least 10 acres in rural areas. The Amendments would permit lots of 0.5 Hectares (1.24 acres) under certain conditions.

(b) To reduce any undue stress which may be placed on the City's financial position as a result of this increased flexibility in the policy on rural development. Without proper guidance, scattered rural development could lead to expensive servicing problems for the City. Without a sufficient tax base in the Rural Area to recapture the cost of these services, it then could become the responsibility of the Urban ratepayers to subsidize the rural dwellers. This situation could put tremendous stress on the financial structure of the Municipality.

2. Format of the Amendments

Althought the Municipal Plan Review Program envisions some significant revisions to the Municipal Plan format, the amendments contained in this Appendix are proposed as changes to the current Plan text only. This has been done in order to expedite, should the Council wish, the adoption of the concept and policies of Rural Residential Subdivision development and therefore be in a position to expedite, as well, the zoning and subdivision approvals of interested developers.

It should be noted that adoption of these amendments and therefore the introduction of a "new" form of residential development will likely require some significant revisions both to the existing residential aspects of the current Plan and to the Plan sections regarding municipal services.

It is anticipated that changes in format would be incorporated when the residential component as a whole is reviewed and revised.

3. Amendments to the Municipal Plan

(In the following, italics are used to denote the existing and proposed text of the Municipal Plan.)

(a) Add two subsections to section 2.1 to define terms which are used elsewhere in the Plan.

2.1.1 Urban and Rural Areas

In the Plan, the City is divided into two main parts - urban and rural. The urban part is within the staged development areas as shown on Schedule 9A and the rural part is outside the staged development areas.

2.1.2 Urban and Rural Types of Services

Urban - Areas with urban services would usually have municipal piped sewer and water, sidewalks, paved streets, and nearby schools, public transit, and fire halls.

Rural - Those areas with rural services would have individual private septic tanks (or alternative individual system) and wells, and country standard roads; and generally would not have the same frequency or "level" of services as urban areas have. This rural type of servicing would be a permanent feature of rural areas.

(b) Make several minor changes throughout the Plan to clarify that certain sections only apply to urban and not to rural areas of the City.

1.7(23) Add the word *"urban"* between *"new"* and *"residential"*

2.2(4) Add the word *"urban"* between *"of"* and *"residential"*

Add a new subsection as follows:

3.2.8 Municipal Services in Rural Areas

The provisions of Section 3.2 apply only to urban and not to rural areas of the City. This includes: Schedules 3-A (Water Supply); 3-B and 3-C (Sanitary Sewer); 3-D (Storm Sewer).

(c) Make the following changes:

5.4.1.1 Add the word *"urban"* between *"the"* and *"population"*

5.4.2.1 Add the words *"in urban areas"* between *"that"* and *"fire"*

5.4.3.1 Add the word *"urban"* between *"the"* and *"population"*

9.1.2.2 Add *"urban"* between *"all"* and *"development"*

9.1.2.3 Add *"urban"* between *"in"* and *"development"*

9.1.2.5 Add *"urban"* between *"that"* and *"development"*

(e) Make major amendments to subsection 2.4.10 Policies Respecting Rural Areas to permit Rural Residential Subdivisions and setting out the conditions under which they are permitted.

Add the following:

2.4.10.1(c) Rural Residential Subdivisions subject to the provisions of 2.4.10.2 of this Plan.

Schedule 2-A - In the Legend delete the word *"agricultural"* and replace it with the word *"rural"*.

Add a new subsection:

2.4.10.2 - Rural Residential Subdivisions

Rural Residential Subdivisions are planned, low density, non-farm residential subdivisions which are separated physically from an existing built-up area. Such developments are oriented economically towards a nearby urban centre but are themselves provided with a minimum of urban services. This form of development is intended for the person who, by interest and choice, values the natural environment and prefers a more isolated setting where urban amenities are limited. The value of rural living is assumed to compensate for any inconvenience involved.

Saint John, by virtue of its large land area, presents an opportunity for development of residential subdivisions outside the area that can practically be serviced in the near future. These rural residential subdivisions would help provide a wider variety of residential lifestyles in Saint John.

If property implemented, these developments will be attractive to people who want to live in a rural setting close to the urban area. This will help to retain the City's population and provide better support for retail, entertainment, and cultural facilities in the City than would similar development in the outlying areas.

However, it is important to avoid some possible problems with this type of development. The City does not want to be faced in the future with the provision of expensive urban servicing for low density development at some distance from the built-up urban areas. A rural type of service, once established, will be regarded as a permanent feature of this lifestyle.

It is possible that encouragement of rural residential development may work against full utilization of sewer and water lines and treatment facilities already installed in the urban area. It is expected, though, that most of the City's population will continue to live or buy new homes in the urban serviced areas and underutilization should not be a significant problem.

9.1.2.5(a) Add *"urban"* between *"an"* and *"area"*

9.1.2.5(b)(i) Add the words *"including rural residential subdivisions"* between *"uses"* and *"or"*

9.1.2.6(a) Add *"urban"* between *"of"* and *"development"*

9.1.2.7 Add *"urban"* between *"regard"* and *"development"*

(d) Change *2.4.4.1(1)* to *2.4.4.1(2)*

Change *2.4.4.1(2)* to *2.4.4.1(3)*

Add the following new subsection 2.4.4.1(1) to define the various residential lifestyle areas which will be part of the City policy.

2.4.4.1(1) *To provide the following different residential environments to suit different lifestyles:*

Centre City - Centre City development and redevelopment would be within or near the Central Business District (C.B.D.) and offer all the variety convenience and special character of "uptown" living. There is not a significant Centre City lifestyle at this time; however, the housing in the Market Square Development is anticipated to have this character. Housing (mixed with retail and office uses) in other areas such as Prince William Street may also contribute to a Centre City environment. Such areas are considered particularly suitable for non-family households.

Urban - The urban built-up areas of the old cities of Saint John, Lancaster (and Simonds Parish) surrounding the Centre City. These areas are composed largely of older, multi-unit housing. Currently, such areas lack adequate park and open space, but they are generally convenient to the C.B.D. and have in the past provided housing and other facilities for the majority of Saint John families. The South End, North End, Lower West Side and Saint John East are Urban lifestyle areas. Some of these areas have been upgraded significantly through Neighbourhood Improvement Programs (N.I.P.) and the Residential Rehabilitation Assistance Program (R.R.A.P.). It is expected that these areas will continue to provide the majority of housing accommodation.

Suburban - Suburban areas outside the central urban neighbourhoods offer primarily modern one & two-family detached housing with yards, nearby schools, bus service and relatively new roads, sidewalks, shopping malls, schools, etc. These are areas like Lakewood, Forest Hills, Glen Falls, Champlain Heights, Millidgeville, Greendale, and Quinton Heights.

Rural - Rural areas are composed of very large lots or farms (10 acres or more) scattered outside the staged development areas of Schedule 9-A. These holdings may be used for agricultural or wood lot purposes as well as individual homes.

The following policies will help meet the concerns and avoid most foreseeable problems with this type of development.

It will be a policy of the City that Rural Residential Subdivisions:

GENERAL LOCATION

(1) Shall be located outside the staged development areas as shown on Schedule 9-A of the Municipal Plan.

(2) Shall be located adjacent to main public streets, functioning as either arterials or collectors, which provide good all-weather vehicular access.

(3) Shall be located only in areas which have limited potential for the following: agriculture, forestry, mineral, sand or gravel reserves, City water supply, or ecological significance. It shall be the applicant's responsibility to show that this potential in the area proposed for rural residential development is limited and not of significant City or regional importance.

SUBDIVISION DESIGN

(4) Shall have lots arranged in a cluster, or conventional subdivision layout, and fronting primarily on an internal local street system which has reasonable but limited access onto the City street system.

(5) Shall have a minimum lot size of 0.5 hectares (1.24 acres).

(6) Shall generally have no fewer than 20 lots.

(7) Shall be designed to retain natural features including drainage courses, topography, and vegetation.

SERVICING

(8) Shall have an independent private sewage disposal system and water supply for each lot acceptable to the Department of Health and the City of Saint John.

(9) Shall have internal roads developed to a country standard as set out in the Subdivision By-law.

LAND FOR PUBLIC PURPOSES

(10) Shall have land for public purposes equal to 10 percent of the development and suitable primarily for active recreation, such as ball fields.

ZONING

(11) Shall be implemented, in part, by rezoning to an appropriate and specific zone for such development.

APPENDIX B - AMENDMENT TO THE ZONING REGULATIONS

1. Background to the Amendment

(a) Reasons for establishing a new zone (RR)

Rural residential subdivisions, consisting of lots utilizing septic systems and grouped together in a rural setting, would be a new type of development for Saint John. It is proposed that a new zone specifically tailored to this type of development be created. There are several reasons for this:

(i) With the proposed new zone (RR), the approval procedure and the conditions for rural residential subdivisions will be more easily understood and clearly defined.

(ii) The provisions of the new zone will be consistent with the characteristics of quality rural residential subdivisions. When deemed appropriate by Council, an agreement between the developer and the Municipality can be made under the provisions of Section 39 of the Community Planning Act. Such agreements could incorporate specific aspects of the design criteria listed in the Municipal Plan to help assure that the development will be an asset to the Community, and will create the advantages outlined in this report.

(b) Aspects and Provisions of the proposed RR zone

(i) Only one family permanent homes are permitted. This should help to retain a more stable residential subdivision character.

(ii) There are no special provisions allowing farm animals (cows, horses, goats, sheep, etc.) It is suggested that the lots are not large enough, and with many lots grouped together, the keeping of farm animals would not be as suitable as it might be in a more isolated rural lot.

(iii) Personal service shops, convenience stores and gas stations are not proposed as uses, conditional or otherwise. If such uses are deemed necessary they can be zoned specifically for a location to best serve a larger area which might include several rural residential subdivisions.

(iv) The minimum lot size is 0.5 hectares. Although this is smaller than the RS-1 minimum (0.54 hectares) it does meet the Provincial Department of Health minimum for septic system lots (0.41 hectares).

If, after future investigation of the cumulative effects of such septic system developments, it is found that a larger minimum should be set, an amendment to the by-law could be made. In the meantime, the Department of Health may, in instances of specific site problems, require larger lots or not allow development at all. It is important that the developer do adequate soils examination at the early stages of his proposal.

(v) The side yards and rear yards are proposed to provide for more privacy and better physical and fire separation between buildings since fire hydrants are not required in these areas.

(vi) Metric measurements are used throughout. This is done under the provisions of section 42(2) of the Metric Conversion Act of the Province of New Brunswick.

2. Details of the Amendment

PART IV(B) - RR ZONES

ONE-FAMILY RURAL RESIDENTIAL

General

17 JA In an RR zone, all land shall be used, and all buildings or structures, or parts thereof, shall be placed, erected, altered or used, only in conformity with the requirements of this part, being Part IV(B) except as otherwise provided.

Permitted Uses

17 JB(1) Any land, building or structure may be used for the purpose of and for no other purpose than

(a) one of the following main uses:

(i) a one-family dwelling;

(ii) subject to subsection (2), a group home;

(iii) a park or playground;

(iv) a kindergarten, nursery or day care centre for a maximum of six children.

(b) The following secondary use:

(i) subject to section 198, a home occupation.

(c) An accessory building, structure or use incidental to the main use of the land, building or structure if such main use is permitted by this subsection.

(2) A group home shall not be located within 750 m. of another group home or group care facility.

Lot Sizes

17 JC(1) Subject to subsection (2), no building or structure may be placed, erected on a lot unless the lot has and contains a minimum area of at least 0.5 hectares, a minimum width of 60 metres and a minimum depth of 40 metres.

Size of Dwellings

17 JD(1) No one-family dwelling may be placed, erected or altered so that it has a ground floor area of less than:

(a) 90 sq. m. in the case of a single-storey dwelling;

(b) 70 sq. m. in the case of a split-level dwelling; or

(c) 60 sq. m. in the case of a one and one-half, two- or three storey dwelling.

(2) For the purposes of this section the ground floor area does not include garages, basements, carports, porches, verandas or breezeways.

Yards for a Main Building or Structure

17 JE Subject to section 231:

(1) no main building or structure may be placed, erected or altered so that it is within:

(a) 10 m. of a street line;

(b) 10 m. of a side lot line or;

(c) 15 m. of the rear lot line.

Height of a Main Building or Structure

17 JF(1) no main building or structure may exceed 10 m. in height.

Accessory Buildings and Structures

17 JG(1) No accessory building or structure may

(a) exceed one storey or 5 m. in height;

(b) be placed, erected or altered so that it is within,

(i) the front yard of the main building or structure

(ii) 10 m. of a side or 15 m. of a rear lot line; or

(c) in the case of an accessory building, exceed 60 sq. m. in area or have a horizontal dimension greater than 10 m.

(2) Accessory buildings may not occupy more than five per cent of the area of the lot.

APPENDIX C - AMENDMENT TO THE SUBDIVISION BY-LAW

1. Background to the Amendments

Only a few modifications to the subdivision regulations are necessary to provide for the proposed unique character of rural residential development.

In the main part of the Subdivision By-law there are three amendments required.

(i) A definition of rural residential subdivision which will be complementary to provisions in the Zoning By-law and Municipal Plan.

(ii) A provision that the standards listed in Column D of Schedule 'A' will apply to rural residential subdivision.

(iii) A provision that above-ground wiring is the standard for rural residential subdivision.

In Schedule A (Standards and Requirements), standards for Rural Residential Subdivision (Type D) are defined. This includes standards for streets, drainage, water supply and sewage disposal.

In Schedule B (Cost Responsibility), a paragraph is added stating that Rural Residential Subdivision as defined in the Zoning By-law and Municipal Plan are permitted outside the staged development areas and cost responsibilities will be the same as Stage 2 and 3 areas.

2. Details of the Amendments

Definitions: Add

(p) Rural Residential Subdivision means a planned residential subdivision with larger individually serviced lots which is permitted in an area zoned RR (One-family Rural Residential) and is outside the staged development areas as defined in Schedule 9A of the Municipal Plan.

General Provisions -

Streets, Utilities and Facilities:

Change *24(d)* to *24(e)*.

Add:

24(d) for Rural Residential Subdivisions which have a lot width of over 60 metres (195 feet), improvements are to be in accordance with the standards listed in Column D.

Power, Telephone and Cable Television Lines:

23(1) After the words "to be served" - Add

"In Rural Residential Subdivisions electrical power and other utility lines may be installed overhead to the front of the lots to be served."

SAINT JOHN SUBDIVISION BY-LAW

SCHEDULE "A"

STANDARDS AND REQUIREMENTS

STANDARD A	B	C	D		
X	X	X	X	1.	Street system grades, plan and profiles to be approved by the Commissioner.
X	X	X		2(a)	Storm sewer systems (mains and laterals) and other drainage improvements; plans to be approved by the Commissioner.
		X		(b)	Surface drainage plans to be approved by the Commissioner.
		X		(c)	Driveway culverts for all lots.
X	X	X		3(a)	Water system (mains, laterals and fire hydrants) and construction to be approved by the Commissioner and the New Brunswick Department of Environment.
		X		(b)	Water supply by individual private wells to be approved by the Commissioner and the New Brunswick Department of Environment and Department of Health.
X	X	X		4(a)	Sanitary sewers (mains and laterals) and pollution control; design and construction to be approved by the Commissioner and the New Brunswick Department of Environment.
		X		(b)	Sewage disposal by individual private septic systems (or alternative) to be approved by the Commissioner and the New Brunswick Department of Environment and Department of Health.
X	X	X		5.	Arterial streets: cross sections as determined by the Commissioner and the Development Officer.
				6.	Collector Streets;
				(a)	20 metre (66 foot) right-of-way; two 6 metre (20 foot) pavements; 3 metre (10 foot) separation strip; two 2.5 metre (8 foot) sidewalks.
X				(b)	20 metre (66 foot) right-of-way; 11 metre (36 foot) pavement; two 2 metre (6 foot) sidewalks; two 2 metre (6 foot) grass plots; and two 1 metre (3 foot) back-of-walk strips.
	X			(c)	as for (b) with adjustments for sidewalks.

STANDARD					
A	B	C	D		
				7.	Local streets:
X				(a)	20 metre (66 foot) right-of-way; 11 metre (36 foot) pavement; two 2 metre (6 foot) grass plots; two 2 metre (6 foot) back-of-walk strips.
	X	X		(b)	20 metre (66 foot) right-of-way; 9 metre (30 foot) pavement; two 2 metre (6 foot) grass plots, two 2 metre (6 foot) sidewalks; two 2 metre (6 foot) back-of-walk strips.
			X	(c)	20 metre (66 foot) right-of-way; 7.5 metre (24 foot) pavement; two 2.5 metre (8 foot) gravel shoulders; - ditches (swales) with a minimum depth of 0.6 metres (2 feet).
				8.	Minor or service streets:
X				(a)	18 metre (60 foot) right-of-way; 9 metre (30 foot) pavement; two 2 metre grass plots; two 2 metre (6 foot) sidewalks; two 9 metre (30 foot) back-of-walk strips.
	X	X		(b)	15 metre (50 foot) right-of-way; 8 metre (26 foot) pavement; two 2 metre (6 foot) grass plots; two 2 metre (6 foot) sidewalks.
X	X	X	X	9.	Streets along development boundaries, and streets connecting development with existing improved street system. Cross sections as determined by the Commissioner and the Development Officer.
X	X	X		10.	Service alleys in Business and Industrial areas. Minimum width - 6 metres (20 feet) paved.
X	X	X	X	11.	Access (other than a street) approved by the Committee. Minimum width to be established by the Committee but not less than 6 metres (20 feet) and to meet specifications of the Commissioner on construction and surfacing.
				12.	Pavement base:
X	X	X	X	(a)	depth of sub-base gravel as specified by the Commissioner and;
X	X	X		(b)	15 centimetres (2 inches) crushed stone as specified by the Commissioner;

STANDARD A	B	C	D		
X	X	X	X	(c)	Prime Coat as specified by the Commissioner.
				13.	Pavement and wearing surface:
X	X		X	(a)	5 centimetres (2 inches) of base and 2.5 centimetres (1 inch) of seal or wearing surface asphaltic concrete plant mixed as per New Brunswick Department of Transportation specifications; or
		X		(b)	double specification penetrating type asphalt, when permitted by the Commissioner in street extensions in existing subdivisions.
X	X	X		14.	Curbs: concrete as specified by the Commissioner.
X	X	X		15.	Driveway Apron: - to 2 metres (6 feet) behind curb: (a) Asphalt 5 centimetres (2 inches) binder, or (b) 1360 kilograms (3,000#) concrete: 15 centimetres (6 inches) minimum.
X	X	X		16.	Sidewalks: (a) minimum width 1.5 metres (5 feet); (b) asphalt 5 centimetres (2 inches) binder; or (c) 1360 kilograms (3,000#) concrete: 10 centimetres (4 inches) minimum.

17. In all street designs, provisions may be made for one sidewalk only, with the other sidewalk area to be a grass plot or landscaped area. At the direction of the Commissioner, no sidewalk may be required for cul-de-sac or similar short streets in one and two family residential areas.

18. Pedestrian walkways:

(a) width to be determined by the Development Officer - minimum 6 metres (20 feet)

(b) asphalt walk - 1.5 metres (5 feet) minimum width

(c) asphalt 5 centimetres (2 inch) binder.

19. Street Trees: variety, diameter and spacing suitable to location as determined by the Development Officer, and at least one for each 15 metres (50 feet) of frontage or part thereof on each side of the street; to be placed in the grass plots or separation strips or back of the sidewalks.

20. Street signs: - to specifications of the Commissioner.

21. Power, telephone and Cable Television, in accordance with Section 23 of this By-law.

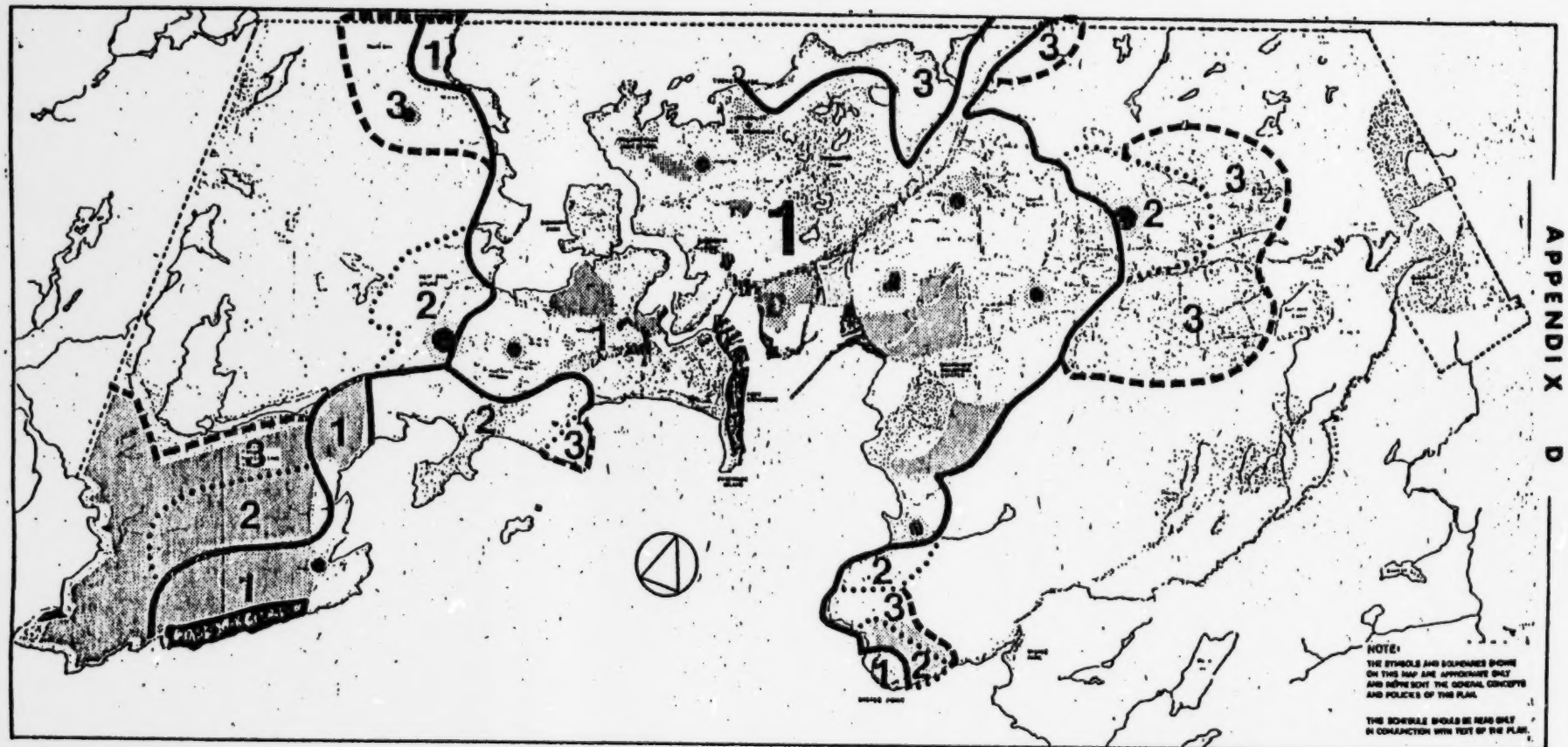
22. Street Lighting: to specifications of the Power Commission of the City of Saint John, but ornamental lighting may be provided.

23. Land for Public Purposes: Selective tree cutting and grading as specified by the Commissioner.

Schedule B - Cost Responsibility

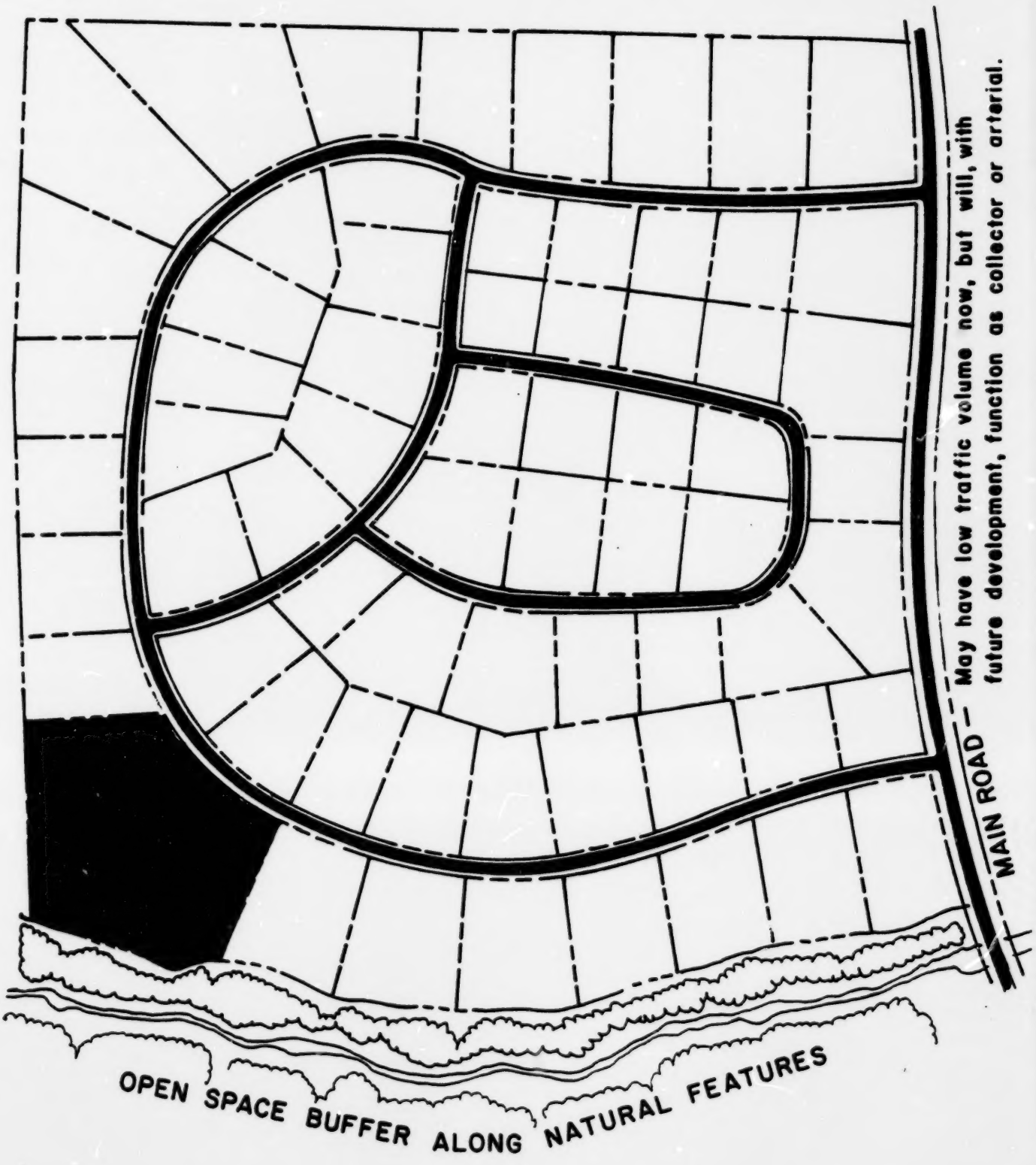
After the sentence "In such cases, this cost responsibility will be as for Stage 2 and Stage 3 areas" - Add

"Rural Residential Subdivisions as defined in the Municipal Plan are permitted outside of Development Stages 1, 2 and 3 as shown on Schedule 9A of the Municipal Plan. These developments will have a rural level of municipal services and facilities, on-site water and sewer, and country standard roads. All provisions of the Saint John Subdivision By-law shall apply to Rural Residential Subdivisions. In addition, guidelines and policies set out in the Municipal Plan shall apply. Cost responsibilities for Rural Residential Subdivisions shall be as for Stage 2 and Stage 3 areas."


NOTE:
THE SYMBOLS AND BOUNDARIES SHOWN ON THIS MAP ARE APPROXIMATE ONLY AND SHOW SCHEMATICALLY THE GENERAL CONCEPTS AND POLICIES OF THIS PLAN.
THIS SCHEDULE SHOULD BE READ ONLY IN CONJUNCTION WITH TEXT OF THE PLAN.

SCHEDULE 9-A
STAGING PLAN STAGE 1 STAGE 2 STAGE 3

APPENDIX E


MAIN ROAD — May have low traffic volume now, but will, with future development, function as collector or arterial.
OPEN SPACE BUFFER ALONG NATURAL FEATURES

RURAL RESIDENTIAL SUBDIVISION DESIGN - SAMPLE LAYOUT

JAN./81

APPENDIX F

COUNTRY STANDARD ROAD